



# BRYCE CANYON CITY GENERAL PLAN

adopted 2019

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# INTRODUCTION

## State Law and Bryce Canyon City's Plan

Bryce Canyon City recognizes the need to become more proactive about community-level planning and land use management, ensuring that the community's vision and goals for the near and distant future are met. This general plan is intended to update the one adopted in 2010. It is intended to serve as a framework for Bryce Canyon City decision makers as the community continues to experience change altering future land use, development, and other decisions. The plan is designed to provide a formal policy foundation for enhancing community relations, pursuing economic development activities, coordinating infrastructure planning, and fostering city and county/state cooperation.

This plan is supported by Utah State Law (Title 10 Chapter 9a) which requires local plans and development guidelines to address general health, safety, morals and welfare issues. The law also requires public participation in the planning process through adequate public notice and open public meetings. The information outlined in this document represents the general consensus and vision for the community as well as the goals for the near and distant future.

## Purpose of this Plan

The purpose of the general plan is to provide a set of defined community visions or goals for a community to focus on for the years that follow final acceptance of the plan. Through the detailed community input and visioning that is completed to help a consultant draft the plan, a unified vision is defined, and supported by the community. It is strongly recommended that this document become a working tool of the municipality, that it is referenced often and that it continues to evolve as the community vision and goals change over the next ten (10) years.

## Development of this Plan

The Bryce Canyon City Planning Commission and City Council placed a priority on public involvement in the development of this plan. Public participation strategies utilized in the formulation of this plan were provided through an open house event, stakeholder meetings, and public hearings.

## Amending the General Plan

The Bryce Canyon City General Plan is not intended to be a static document. Rather, it is intended to be used regularly by local officials and residents to identify and direct where various activities will be located, which strategies the city will encourage and requirements necessitate their establishment, to identify priorities for city actions, and resource allocation decisions, and to identify the provisions of required services and their adopted standards. In order to provide responsible and well formulated public policy direction to community decisions, this document is intended to be reviewed at least annually, and updated as the need arises.

When necessary, the process for amending the plan, as outlined in Utah state law and local ordinances, requires adequately noticed public hearings, and formal action by the Planning Commission and City Council.

## Implementation

Implementation of the General Plan by the Mayor, City Council, and Planning Commission fulfills the Plan's purpose and ensure that the community's voice and vision are heard. Each element of the comprehensive plan provides background and context materials, as well as goals, policies, and potential action steps that the community intends to pursue to promote the achievement of the vision of this plan.

It is recommended that implementation of the strategic plans vision or goals be reviewed and amended annually to ensure the goals are being met. To prepare the community for the necessity of implementation, it is strongly recommended that the community undergo a strategic planning exercise to rank and prioritize projects as well as determine the roles and responsibilities for each task.

## Next Steps for the Plan

While the general plan defines a clarified community vision and set of goals for the coming years, it does not provide the specifics of "Who, What, When, Where, and How" of each goal. To ensure that the community's vision is realized, it is recommended that the City of Bryce Canyon City undergo a strategic planning process that will help rank, prioritize and implement the goals and visions from the general plan. The strategic plan should include:

- Proposed steps for implementation
- Timing for each recommendation
- Funding availability
- Long-term financial needs and recommendations

# COMMUNITY CONTEXT + VISION

## Historical Background

Bryce Canyon City became Utah’s 244th incorporated city in July of 2007. This incorporation allowed the city, which includes Ruby’s Inn and its surrounding 2,300 acres, to provide better public safety and better roads as well as sidewalks and street addresses. It also fulfilled the dream of Ruby’s Inn founder Reuben C. Syrett, who established the motel in 1916 as a stopover for Bryce Canyon visitors.

Today (2019) the resort features 695 rooms, 3 restaurants, an RV park, a general store, quaint shops, and outfitters providing horseback rides, ATV tours, and scenic flights that offer visitors a different perspective on the area’s spectacular scenery.

Even though the city is home to just over 200 permanent year-round residents, on any given day, from April to October, it hosts more people than live in Garfield County. A convenient new transportation hub (a major stop along the route of the free Bryce Canyon Shuttle) transports visitors into the park, eliminating the hassle of traffic and parking. The city hosts several major events throughout the year, including Bryce Canyon Winter Festival, Bryce Canyon Country Rodeo and the Canyon 2 Canyon Bike Event.



## Community Vision

A community vision statement is brief synopsis that summarizes a myriad of strategies and recommendations into a single statement. While the statement meets many of the parameters for each goal, it provides a linkage or overarching theme to the entirety of the general plan. The Bryce Canyon City vision statement for the general plan is:

“BRYCE CANYON CITY IS A GATEWAY COMMUNITY TO BRYCE CANYON NATIONAL PARK AND TO WORLD CLASS OUTDOOR RECREATION DESTINATIONS. THE CITY STRIVES TO PROVIDE AMENITIES AND SERVICES THAT SUPPORT RESIDENTS AND VISITORS, ENCOURAGES A YEAR-ROUND LOCAL ECONOMY, PROVIDES A SAFE ENVIRONMENT WITH EFFICIENT SERVICES WHILE PRESERVING THE INTEGRITY OF RESOURCES VALUED TO THE COMMUNITY.”

## Community Core Values

Core values of a community are specific statements that illustrate the resident’s desires and necessities for their community. These values support and prescribe the future of the community, while remaining adaptable to the ever-changing nature of a municipality. The core values highlighted as part of the general plan are:

- Retain the feel and atmosphere of a small western community.
- Offer quality of life amenities and services for residents, regardless of age or socioeconomic status.
- Attract and retain necessary amenities and services that support visitors and residents.
- Support development of the local tax base and year-round economic activity.
- Support affordable housing options for all individuals/families that meet the local needs and economic status.

## Certainties, Uncertainties, and Anticipated Changes

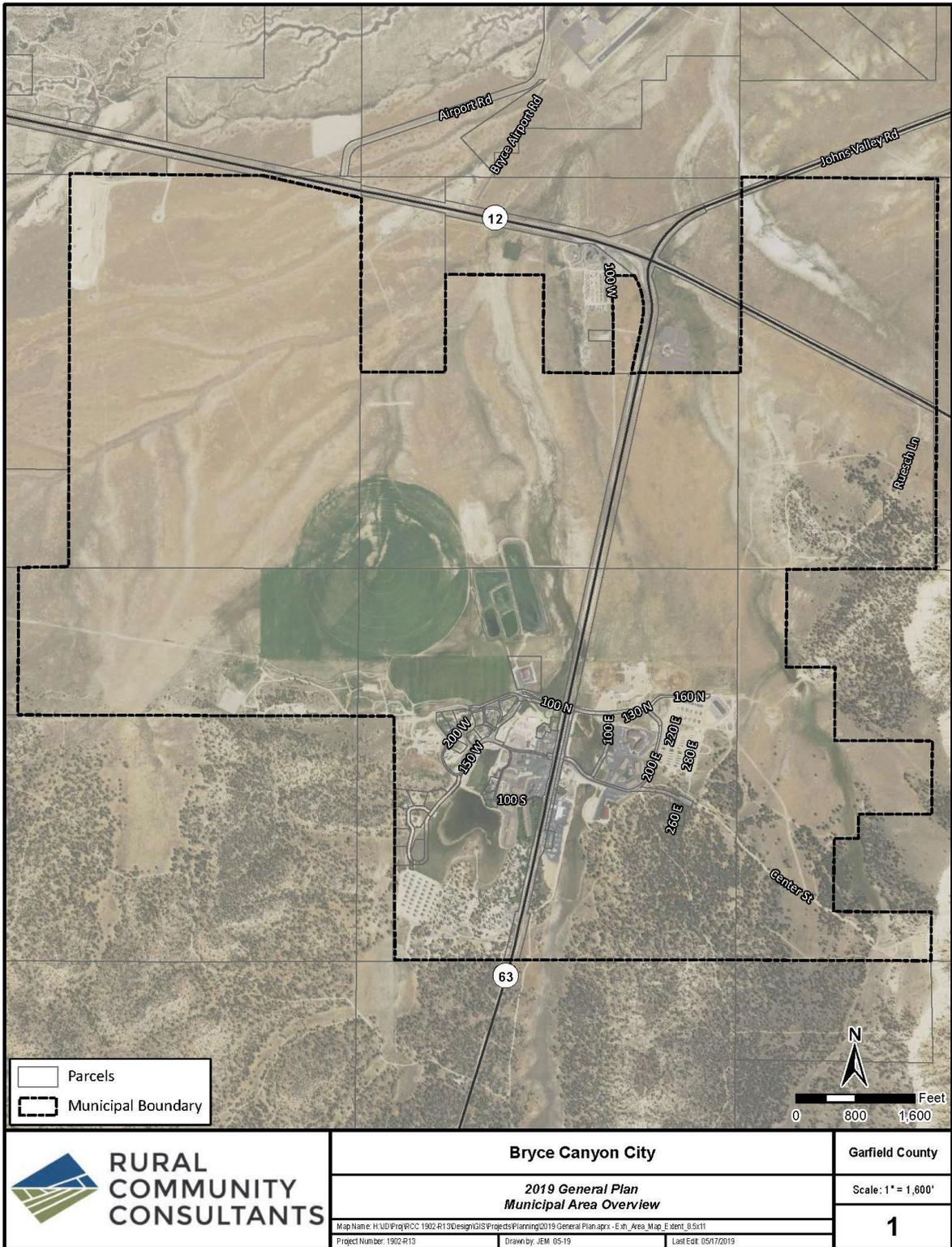
Bryce Canyon City is located in southwestern Utah near the scenic attractions of the Grand Circle (most notably Bryce Canyon National Park, Cedar Breaks National Monument, Zion National Park, and the Grand Staircase-Escalante National Monument). The community has been evolving into a significant tourism hub. It is assumed that over the next 10 years the city will continue growing in the current direction it is going. Specific “**certainties**” that shape this plan include:

- Tourism will continue to play an increasingly important role in the economy.
- The seasonal economy may have a negative effect on demand for permanent residency and the amount of viable living wage jobs for residents in the city.
- The workforce might find better housing opportunities in neighboring communities over time.
- Over the next 10 years, the City expects to assume a greater responsibility for infrastructure services (i.e. wastewater).

The City of Bryce Canyon City has several **uncertainties** that must be carefully managed to ensure the community vision is met:

- Growth will affect the character of the community.
- The system integrity and ownership of water and wastewater systems will continue to grow in importance.
- Management of the federal lands and the park will continue to be highly political, and outside of the control of the City.
- Development restrictions imposed by threatened or endangered species could constrain expansion of the City.

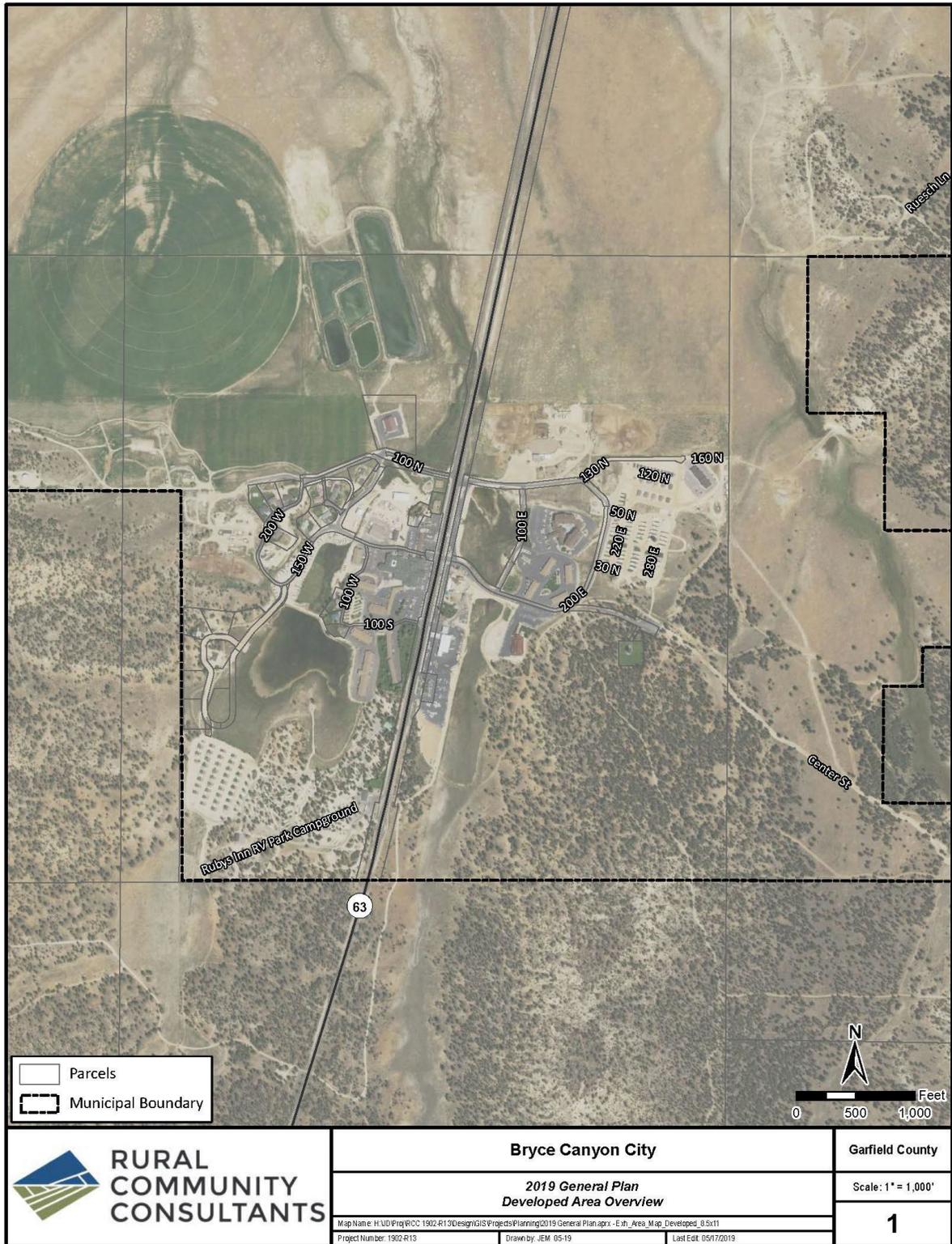
BRYCE CANYON CITY - GENERAL PLAN



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|---|----------------------|-----------------------|
| <b>Bryce Canyon City</b>  |                      | Garfield County       |
| <i>2019 General Plan<br/>Municipal Area Overview</i>  |                      | Scale: 1" = 1,600'    |
| Map Name: H:\UD\Proj\RCC-1902-R1\30design\GIS\Projects\Planning\2019 General Plan.aprx - Enh_Area_Map_E.dwg, 8/5/11 |                      | <b>1</b>              |
| Project Number: 1902-R1G  | Drawn by: JEM, 05-19 | Last Edit: 05/17/2019 |

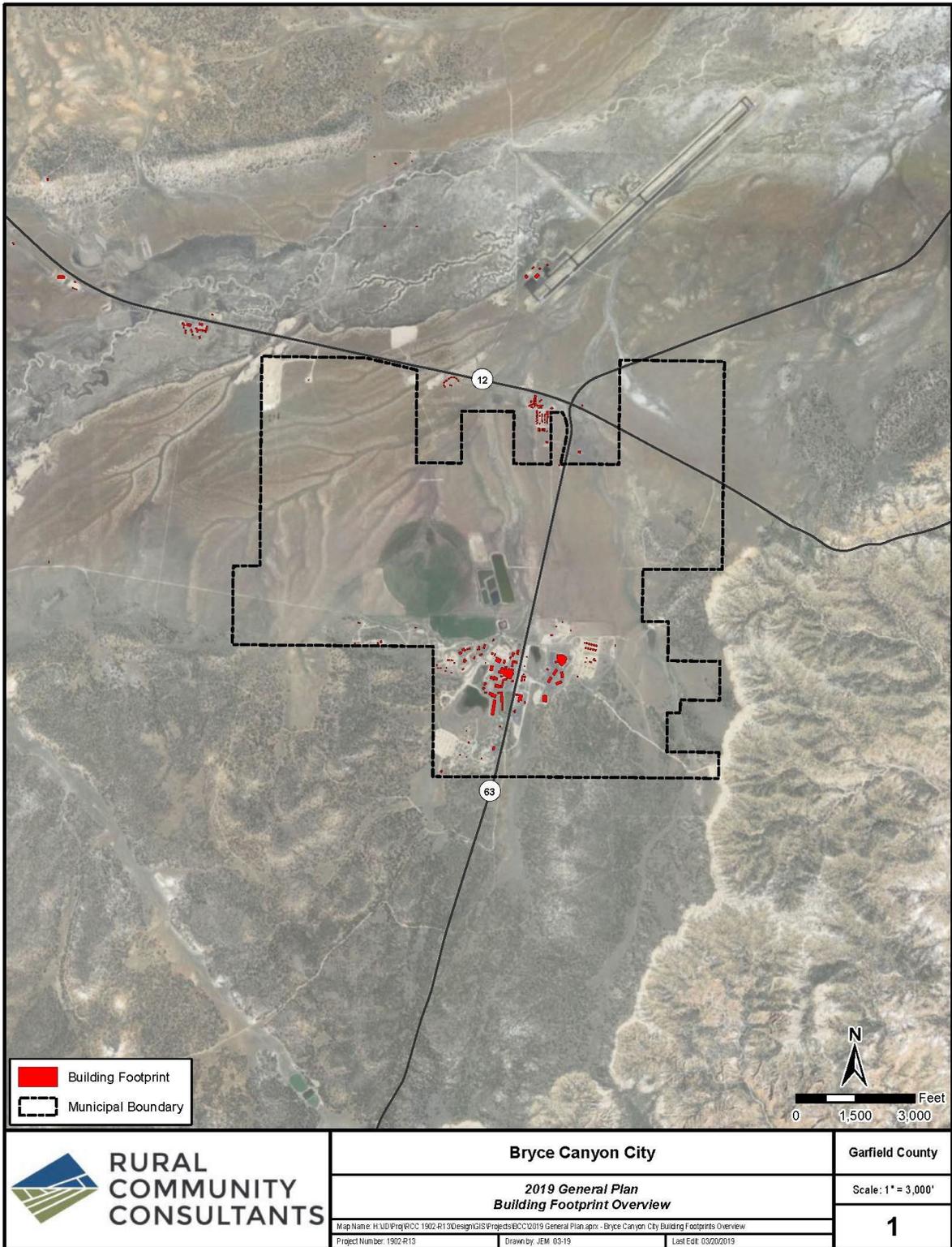
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BRYCE CANYON CITY - GENERAL PLAN



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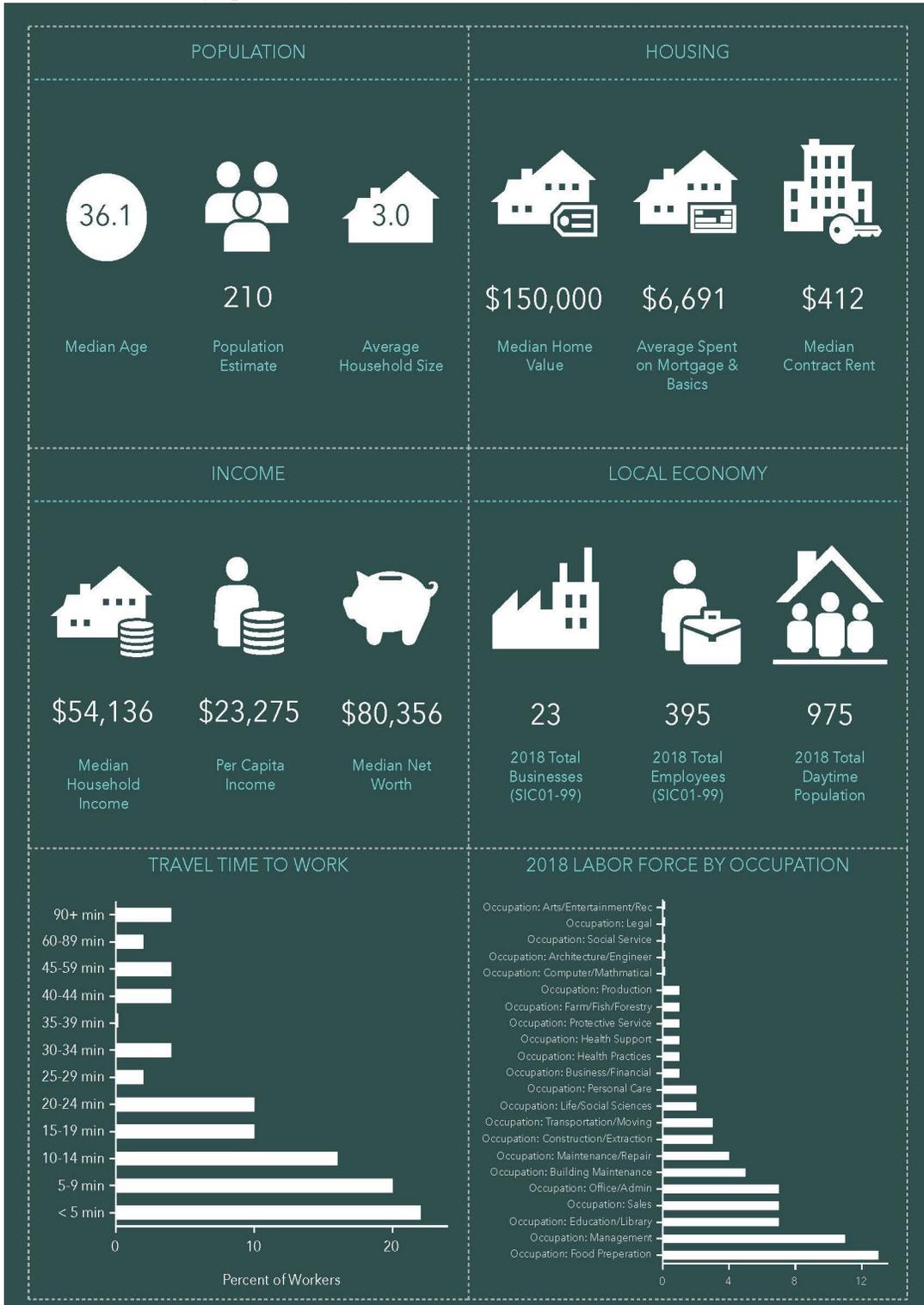
BRYCE CANYON CITY - GENERAL PLAN



(click map to enlarge)

## Socioeconomic Indicators

Outlined in the below infographic are key community statistics for Bryce Canyon City.



\* Note that many of the community's indicators vary greatly because of the seasonal tourism industry. For example, it is assumed that the average 'population' that includes visitors during the summer months is 7,500.

## SWOT Analysis Summary

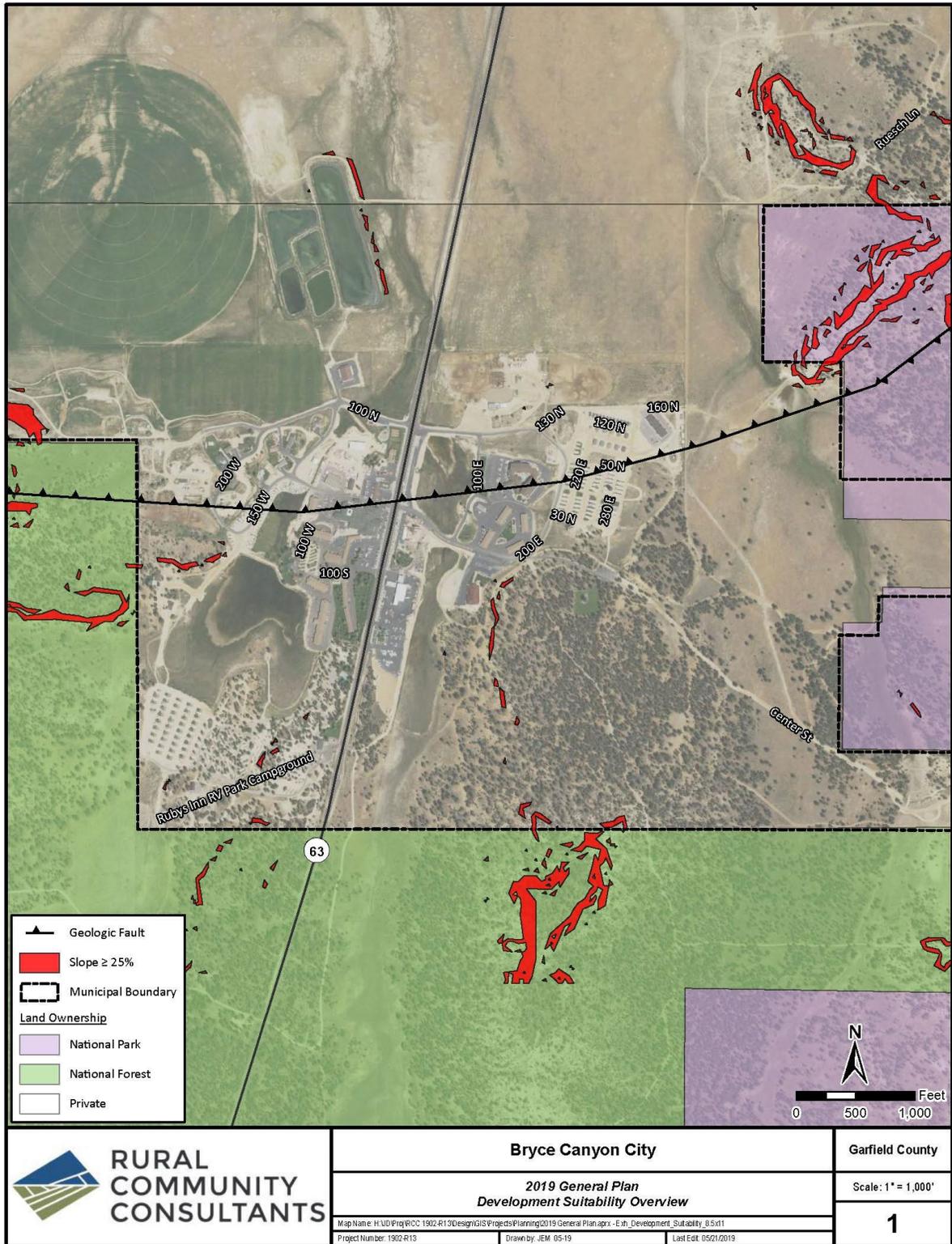
|  |   |
|--|---|
| <p><b>STRENGTHS</b></p> <ul style="list-style-type: none"> <li>• Strong sense of community with the Bryce Valley.</li> <li>• Economic activity center within the region.</li> <li>• High speed fiber internet service</li> <li>• Convenient access to natural resources/recreational opportunities.</li> </ul>   | <p><b>WEAKNESSES</b></p> <ul style="list-style-type: none"> <li>• Employment options are focused on tourism almost exclusively.</li> <li>• Seasonal economic activity fluctuation.</li> <li>• Lack of available land and facilities for development.</li> <li>• Employers in the city primarily only attract workforce from the Bryce Valley and Panguitch.</li> </ul>                  |
| <p><b>OPPORTUNITIES</b></p> <ul style="list-style-type: none"> <li>• Strong demand for employment.</li> <li>• Increasing demand for resort-related development and business activity.</li> <li>• Potential for shared services with neighboring communities (i.e. public safety, regional shuttle).</li> <li>• Possible transportation connections between regional recreation amenities.</li> </ul> | <p><b>THREATS</b></p> <ul style="list-style-type: none"> <li>• As a resort community, the local economy is susceptible to conditions often outside of community control.</li> <li>• Periodic government ‘shutdowns’ that significantly affect tourism activity.</li> <li>• Potential for new threatened and endangered species development restrictions on surrounding land.</li> </ul> |

## Land Capacity Analysis

The health, safety, and welfare of citizens is the first priority of the City. Special consideration should be given to the built environment and infrastructure that are readily available within the municipality, specifically areas with potentially problematic slopes, soils, or drainage. All proposed uses should be properly vetted to ensure that they meet the future land use and density regulations.

The constraint with the most impact to the City’s development potential is the surrounding public lands.

BRYCE CANYON CITY - GENERAL PLAN



(click map to enlarge)

# COMMUNITY DESIGN

## City Character

Overall, the community wants to maintain a National Park Rustic style design element particularly for its gateway areas. New residential and commercial developments in the community should add to the sense that they are in a destination area.

The City is trying to develop into a contemporary resort. There are currently no formally designated historic districts in Bryce Canyon City.

## Beautification + Nuisance Issues

Community beautification issues focus on the visual appearance of the city. Well-planned community design improves both the visual and functional characteristics of the city. It can make the city more aesthetically pleasing while enhancing the flow of goods and people. Community design shapes, and is shaped by, other facets of planning (such as transportation, housing, and recreation).

“Nuisances” refer to conduct or use of land that interferes with another’s ability to enjoy and use their property. This is reflected in property values. Light pollution is considered a nuisance in Bryce Canyon City, and a risk to maintaining night sky opportunities. The city supports the retention of the native vegetation, materials, and land formations in order to maintain growth in a natural setting.



Landscaped roadway using native vegetation

## Street Design + Building Setbacks

Streets act as edges and can help define boundaries of districts and create visual changes. These visual changes that happen at edges often are the most impactful. Those visiting the town will be more likely to stay if they feel safe and welcomed. Business will be more likely to locate if they feel the area will attract visitors.

Bryce Canyon City’s roadways in the Town Core should be designed in a way that complements a “small town main street” and a sense of destination. In order to accomplish this, the City is supportive of development that prioritizes active transportation improvements (i.e. pedestrian, biking).

Roadways in the residential areas away from the Town Core need to prioritize safety and utility for vehicle travel (including OHV and snowmobile).

In the Town Core, Bryce Canyon City can create visual interest with building materials, and can enhance visual diversity with setbacks, massing, and architectural detail variations.



## Nonconforming Uses

A nonconforming use is one that legally existed under a previous land use regulation, but that does not meet current requirements. Under Utah State law, this use has the right to continue as long as the use does not change (ownership can change).

Similar to nonconforming uses, non-complying structures are those that no longer meet current regulations (such as setback or height). These structures also have the right to continue, but the City is legally permitted to set local rules about how these structures can be modified and/or brought up to safety standards.

## Gateway Issues

Part of Bryce Canyon City’s brand promise is a developed area that is in harmony with the natural environment. One of the priorities of the City is to define and preserve its northern gateway area so that future development of these areas provides this impression and does not detract from the current viewshed opportunities. Future gateway development (i.e. new signage) might be located in the highway corridor.



## Goals + Policies: Community Design

**Goal 1. Create a community with congruent and adequately dense land uses.** As the community looks to unify the elements of the community to create a defined community character, the City should research and encourage adequate growth and density within the centralized core.

1. Create smaller lot requirements for residential and commercial lots.
2. Create development standards that allow for flexibility within the Town core.

**Goal 2. Create a more pedestrian-friendly community.** As new development is proposed, and/or as resources become available to the City, invest in things that promote an active lifestyle.

1. In the city’s core area, support developments that incorporate shade trees, a landscaped buffer from traffic, ornamental plantings with year-round appeal, public art, site furniture, and pedestrian lighting.

2. Construct maintained pathways of adequate widths on streets in high density areas that currently do not have paths for other types of transportation other than driving.

**Goal 3. Implement a community streetscape enhancements program.** A community with a unified streetscape has a strong sense of character. It is recommended to implement a comprehensive streetscape project that will allow for a unified character when enhancements are constructed.

1. Residential and commercial streetscapes shall be designed to meet the needs of the neighborhood and collectors/arterials and implemented in phases and as roadways are rebuilt. Depending on location, Bryce Canyon City streetscapes should include:
  - a. Sidewalks
  - b. Integral curb/gutter
  - c. Trees and/or shrubs
  - d. Planting strips
  - e. Curb bulb-outs
  - f. ADA ramps
  - g. Crosswalks

**Goal 4. Retain small town charm.** The small-town way of life is an attractor for residents and visitors. It is critical that the small-town charm be retained.

1. Personify and encourage small town form factor buildings within the community.
2. Create safe and inviting civic spaces within the community.
3. Properly manage and promote events that enhance the small-town charm.

**Goal 5. Prepare the built environment to personify the community’s vision for Bryce Canyon City.** Ensuring that the buildings and built environment are of adequate form to meet the community goals will ensure that the community maintains character.

1. Prepare and implement necessary infrastructure upgrades to meet the current and future demand.
2. Review and amend zoning ordinances to promote adequate infill development and discourage sprawl.
3. Design and monitor development within the community to ensure that traffic, noise, pollution and crime are kept to a minimum.

**Goal 6. Preserve the natural environment.** Critical to the small-town charm is the ease of access to the natural assets surrounding the community.

1. Strive for a balance system of open lands, natural areas, recreation spaces, and parks, including trails and streetscapes.
2. Preserve and protect important natural areas within the City, as practicable.
3. Acquire and manage land and water to preserve, protect, and enhance important natural areas.

**Goal 7. Preserve unique history.** Preservation of the historical assets will protect the character of the community.

1. Identify and protect Bryce Canyon City’s current historical and archeological sites, as well as natural resources.
2. Protect and preserve Bryce Canyon City’s ranching heritage and agricultural lifestyle.
3. Support cultural amenities as an important contributor to our economic health and as a reflection of the importance of the arts and our heritage.

# LAND USE

## Land Use Designations

The land use designations in the General Plan are intended to bring consistency, predictability, and a cohesive vision for the future of Bryce Canyon City's land-use decision making.

**Agriculture / Open Space (AOS).** The purpose of AOS is to identify and preserve land for agricultural activity or that is, by virtue of ownership or easement, precluded from development, and to preserve the historic and natural beauty of those areas. Qualifying land also includes property owned by a governmental entity, or parcels for which a scenic or conservation easement has been granted to a governmental entity, land trust or conservation organization. Agricultural activity should be a permitted use in most zones in the city.

**Low Density Residential (LDR).** Primarily single-family detached residential lots and/or estate type lots with restricted agricultural and ranching uses. Large animals such as horses may be permitted, but the number and types are limited. Higher density developments may be adjacent to these areas with appropriate buffering. A higher level of suburban type improvements such as sidewalks, street improvements and drainage facilities may be required. Civic uses such as churches, schools, parks and trails may be in or adjacent to these areas.

**High Density Residential (HDR).** Duplexes, townhomes, condominiums and apartment complexes are typical of these areas. Attractive, well designed and maintained projects are permitted in these areas. All projects in these areas shall provide the required landscaping and amenities consistent with the zone granted.

**Resort Commercial (RC).** Resort commercial development which could include a mixture of lodges, restaurants, retail businesses, bars, and other commercial establishments in a predominantly pedestrian oriented setting.

**General Commercial (GC).** Includes a large range of commercial uses. A mix of uses is encouraged including shops, restaurants, offices, banking and hotels. Attractive and well-designed recreational vehicle parks may be allowed if they do not exceed the densities allowed by the general plan for these areas.

**Civic (CV).** Schools, churches, libraries, fire stations, or similar public facilities.

**Light Industrial (I).** To provide space for indoor warehousing, indoor light manufacturing and fabrication. Major utility infrastructure should try to locate in industrial areas. Service and building trade industries which utilize heavy equipment are typical of these areas. Sites are to have attractive buildings, landscaping and parking. No outdoor storage or materials will be permitted without appropriate screening.

**Recreation Open Space (ROS).** Areas preserved for land uses requiring substantial open land and substantially free from structures, roads and parking lots, while permitting recreational pursuits such as parks, golf courses and trails. Public or private recreational facilities are suitable uses in this district provided that such uses maintain the open, undeveloped character of the land.

## Special Protection Areas

State statute requires that general plans “identify and consider each agriculture protection area” Utah Code §10-9a-403(2)(c). Statute also requires the plan to recognize industrial and/or critical infrastructure materials protection areas. These protection areas are a section of land that has a protected, vested use of an agriculture, mining, or industrial nature for a period of 20 years. Under state statute, a community must appoint an advisory board that reviews requests from private property owners that want to establish a protection area. A final decision is then made by the legislative body, and it is registered with the Utah Division of Agriculture and Food (UDAF) is notified. During the 20-year period, the land and use is protected from rezoning, eminent domain, nuisance claims, and state development.

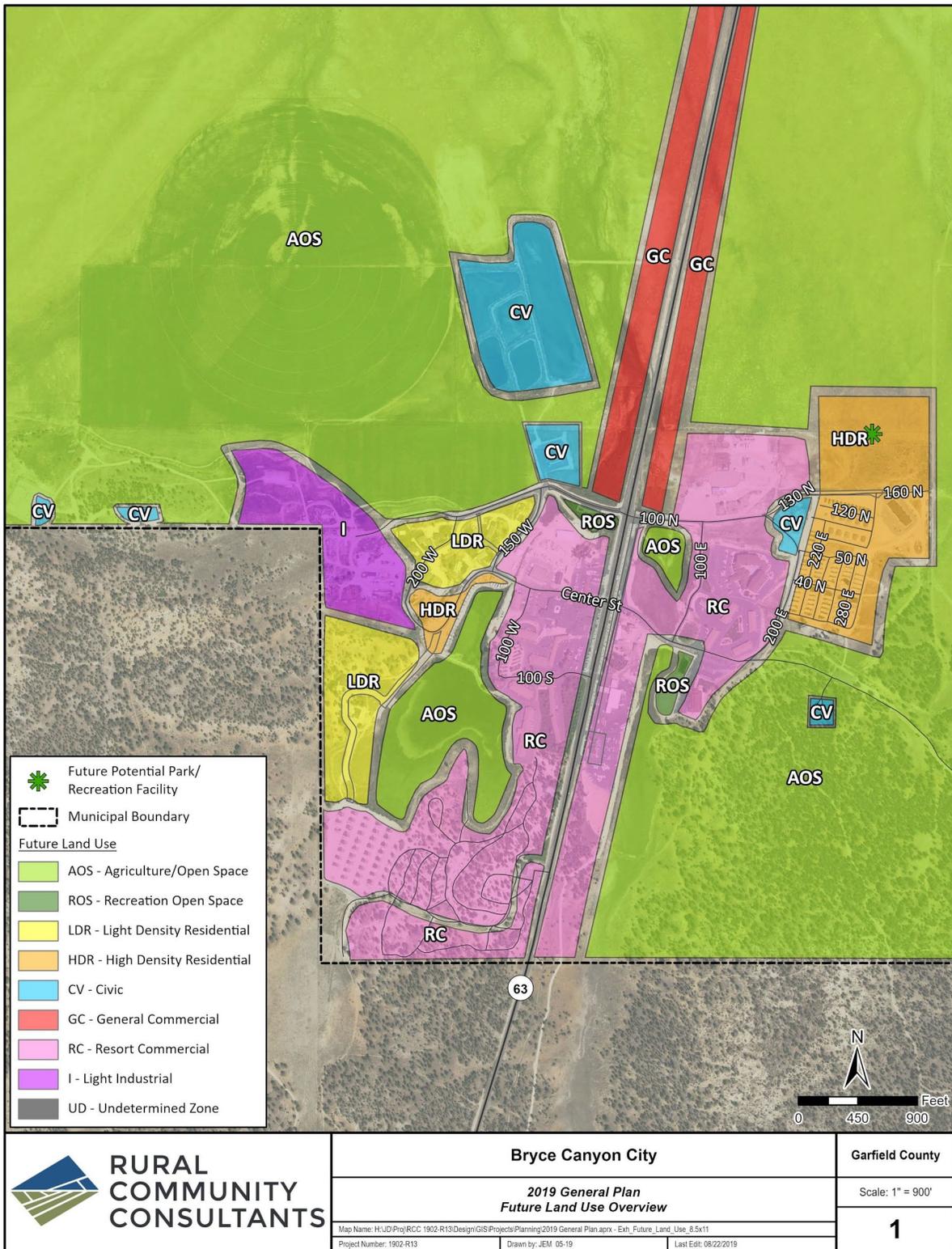
The City consulted with Garfield County during the development of this plan, and the County reported that they were not aware of any parcels that have been formally designed as agriculture, industrial, or critical infrastructure protection areas. The City is interested in working with property owners that are considering the need for these designations before the process is formally initiated.

## Future Land Use Map

The general plan’s Future Land Use Map illustrates the community’s preferences for the future distribution of the land uses within the City. The land use designation for a property, as shown on the Land Use Map, is to be the primary consideration in determining whether the zoning of that property is in compliance with the general plan.

Flexibility in how specific lands may be zoned is provided in the design of the Land Use Map. Rezone requests that exceed the flexibility provided in the map, as described below, are not to be approved without first amending the general plan Land Use Map.

The Land Use Map is to be interpreted in the following manner. Each parcel that is colored to represent a specific land use designation may be zoned in a manner that implements the category of land use indicated. The white/uncolored areas located between two or more different land use designations (colors) indicate an imprecise or flexible boundary between the land use designations indicated. Where a white area separates two or more colored areas, the City may authorize zoning that is compatible with the designation on one side of the white or unshaded area to extend across the area and into the opposing land use designation up to the extent of encompassing an entire parcel, and still be considered in compliance with the Land Use Map.



|  |                     |                       |
|--|---------------------|-----------------------|
| <b>Bryce Canyon City</b>   |                     | Garfield County       |
| <b>2019 General Plan<br/>Future Land Use Overview</b>  |                     | Scale: 1" = 900'      |
| Map Name: H:\UD\Proj\RCC 1902-R13\Design\GIS\Projects\Planning\2019 General Plan.aprx - Exh_Future_Land_Use_8.5x11 |                     | <b>1</b>              |
| Project Number: 1902-R13   | Drawn by: JEM 05-19 | Last Edit: 08/22/2019 |

*(click map to enlarge)*

## Annexation

Annexation is the process through which properties outside the City's boundaries are incorporated as part of the City. This process includes an application by property owners to the City and a public hearing process where stakeholders can discuss the issue. Petitions for property to be annexed into the City are initiated by property owners and are often started with the intent of receiving services.

The presence of public lands in the area is the largest driver of future annexation options for Bryce Canyon City. Future growth options are limited to areas north and west of the current boundary.

## Goals + Policies: Land Use

Goal 1 - Establish orderly, planned growth and development that enhances the City's distinctive resort environment and small-town character, and provides consistent services and infrastructure.

1. Require developers of projects to design improvements to be compatible with the severe weather conditions that exist and to incorporate natural vegetation that is capable of surviving in this environment into the landscaping plans.
2. Establish areas where higher density mixed uses will promote a downtown appearance for pedestrian-oriented destination living, shopping and dining facilities to exist.
3. Promote a variety of living accommodations for both permanent and transient populations, with a mix of hotels, condominiums, and single-family dwellings that exist in harmony with the resort environment.
4. Preserve the quality and quantity of open space which gives the town its unique character. Establish trails and recreation areas that are integrated with open space.

Goal 2 - Preserve and enhance the visitor experience.

1. Improve the first impression of the community by paying special attention to gateway areas.
2. Preserve and enhance the resident and guest experience with convenience and accessibility, appearance and memorable image, quality and variety of activities, maintenance and cleanliness of facilities, and safety.
3. Adopt guidelines to address night lighting in-town for both public and private spaces in order to become designated as a "Dark Skies Community".

Goal 3 - Require mass, density, color and design of buildings that support the Natural Park Service Rustic style and do not distract from the natural setting.

1. Visually prominent colors and architectural styles should be in harmony with the natural colors found in the area and reflect a thematic appearance, using wood and stone finishes.
2. Discourage contemporary architecture and use of materials and colors typical of urban development that distract from the national park environment and natural vegetation.
3. Preserve solar access to adjacent properties through building height and setback regulations.

# ECONOMIC DEVELOPMENT

## Current Conditions

Bryce Canyon City is a gateway community that relies heavily on tourism activity. Ruby’s Inn, Inc is the anchor business for the area, though a few other businesses currently operate in the city boundaries.

Today, Ruby’s Inn and its associated property and facilities are owned and managed by a separate, private enterprise. The City will continue to support the tourism economy, but it also would welcome diversification of the economic base in order to improve its year-round activity.

Beginning in 2015, domestic and international visitation increased to record levels, both nationally and statewide, due in large part to a healthy economy and relatively low gas prices. The current slowdown in international visitation is not expected to affect the area over the long term. Activity is expected to increase as more people discover what the study area has to offer.



## Areas of Potential

The 2010 general plan identified developments that residents have expressed a demand for. These include a medical clinic, childcare facility, and bank. During the 2019 update initiative, interest was expressed for:

- Multi-use trails
- Housing options
- “Soccer parks”

Additionally, the light industrial development currently located just southwest of the Main Street and 100 North intersection might not be the highest and best use of land as the area continues to grow.

## Goals + Policies: Economic Development

**Goal 1 - Establish a business and development climate that protects the tax base and is attractive to resort-complementary commercial establishments.**

1. Promote areas for higher density mixed uses that will promote a town center.
2. Promote shared uses such as residential and office space either over or behind retail space.
3. Promote general commercial business areas with frontage along SR-63.
4. Provide for areas where limited industrial type activities can be conducted.

# TRANSPORTATION

## Current Conditions

Bryce Canyon City maintains approximately two miles of paved public road. Highway 63 is the city's Main Street and has one designated crosswalk. There are several ATV trails and private dirt roads in the area, as well as a limited number of non-motorized trails that are popular for hiking and equestrian use.



Typical traffic demand near park entrance

## Impact Fees + Traffic Impact Studies

Bryce Canyon City does not currently have a street impact fee for transportation improvements. The impact fees can assist in building the necessary roadway improvements to handle the increased growth and mitigate congestion that is currently being realized on the roadways in the City. Proposed roads on the future roadways map and maintenance of existing roads can be funded by these fees.

As part of furthering this plan and deciding how to use funds wisely, Bryce Canyon City may consider requiring an impact fee for any new development and for larger developments a Traffic Impact Study (TIS). A TIS is a specialized study of the impacts that a certain type and size of development will have on the surrounding transportation system. It is specifically concerned with the generation, distribution, and assignment of traffic to and from a new development. Since residential and private roads are not part of the Future Roadway map, TIS reports allow the City flexibility when deciding these smaller roads locations.

## Roadway Design + Access Management

A safe transportation system is one of the top priorities of Bryce Canyon City. New roads should be designed to give proper access to emergency vehicles and should be well maintained. Also, roadways and walkways should be designed in a way that all people can equally access and use the transportation system.

A critical factor to the safety and function of the transportation system is access management. Access management is the practice of coordinating the location, number, spacing and design of access points to minimize site access conflicts and maximize the traffic capacity of a roadway. Techniques include signal spacing, street spacing, access spacing, and interchange to crossroad access spacing

Since the main road through the City is a state highway the City cannot control access on it, but on local collectors the City can focus on more access to slow down traffic and minimize cut through traffic as the state highway becomes more congested.

Future commercial and high-density residential development along Main Street should anticipate access management requirements from UDOT.

## Public Transportation

The City maintains multiple shuttle pick-up/drop-off areas for shuttle services that service the surrounding National Park.



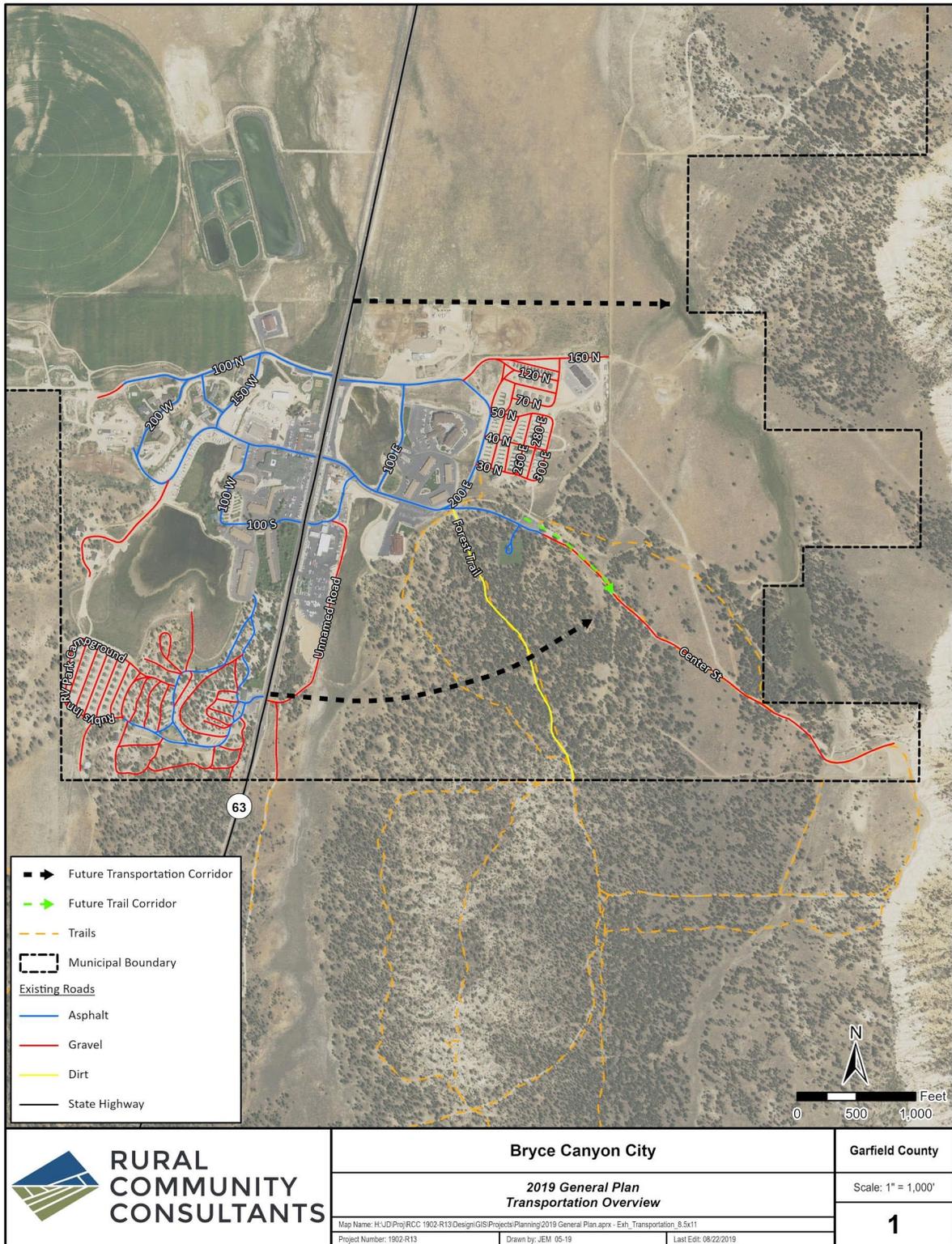
## Potential Improvement Opportunities

During the process of developing the current General Plan, the City identified several areas that should be the focus areas for improvements related to transportation.

- Future east/west transportation corridors that extend from the highway area near the east rim.
- New motorized & non-motorized trails.
- More crosswalks along Hwy-63.
- Sidewalks.



BRYCE CANYON CITY - GENERAL PLAN



(click map to enlarge)

## Goals + Policies: Transportation

Goal 1 - Develop a transportation infrastructure to accommodate both residents and visitors.

1. Develop and maintain transportation systems of adequate size and capacity to serve the existing and projected permanent and visitor peak population.
2. Continue to consider the design, maintenance and aesthetics of public improvements in a comprehensive way. In general, the following policies will apply to existing and proposed improvements:
  - a. Street paving and pedestrian surfacing materials should be economical, serviceable, permeable where practicable, easy to repair, and the variety of surfacing materials should be kept to a minimum.
  - b. Provisions should be made for future undergrounding of utility services. No new above-ground utility service lines will be created, and special attention should be given to landscape restoration.
  - c. Landscaping within the right-of-way shall be reviewed on a case-by-case basis relative to existing and future right-of-way uses and should employ native species where possible.
  - d. Parking, pedestrian, landscaping, plaza and street furnishing improvements should be designed to accommodate snowfall and snow storage.
  - e. Access for the disabled shall be addressed in all public improvements.

Goal 2 - Provide a robust level of parking for residents and visitors throughout the year.

1. The parking policy shall be to require on-site parking sufficient to meet the anticipated parking demand of proposed development.
2. Provide adequate and consistent enforcement of parking regulations.
3. Ensure parking spaces required by the City are available for the intended uses, and not obstructed or used for other purposes.
4. The City will look into limiting on-street parking located within the commercial districts to encourage frequent turnover.
5. Move people and goods safely and efficiently to, from, and through the City, while minimizing negative impacts on adjacent land uses

Goal 3 - Implement pedestrian-focused design throughout the City.

1. Provide a pedestrian oriented sidewalk, path, and trail system that offers convenient access throughout the entire town.

Goal 4 - Focus transportation infrastructure improvements on critical aspects of transportation.

1. Maintain the option to provide fire and ambulance protection, delivery and public transportation service in all areas of the city.
2. Work with neighboring entities and UDOT on regional transportation issues.

Goal 5 - Support a multi-user transportation model including legal and orderly OHV usage.

1. Allow OHVs to use city roads and provide OHV trail access to public land and county OHV trail systems.
2. Educate and inform OHV users to avoid conflicts between motorized and non-motorized users.

# HOUSING

## Existing Conditions

Quality housing at an affordable cost is the foundation of a strong and vibrant neighborhood. The condition and character of houses and public spaces reflect and contribute to local identity, pride in community, and the long-term viability of the City as a whole. The availability of good and affordable housing for people of various family styles, ages, family sizes, professions, health, and incomes contribute to the City's vibrancy and economic success.

Assessing a community's housing stock in a general plan ensures that future housing needs are addressed before the issues of supply, cost, and quality become problematic. Bryce Canyon City is a city of quality housing stock and a welcoming population. Members of the community share the goals of high quality and accessible housing. This can be achieved by allowing diverse housing styles that blend aesthetically with neighboring structures and land uses.

Bryce Canyon City currently has single family housing, multi-family dwellings, transient housing, and seasonal RV sites. An employee RV park was developed in order to provide moderate income housing options.



Housing options in Bryce Canyon City

## Moderate Income Housing

Accurate data is limited for smaller communities like Bryce Canyon City. So, to ensure that the analysis for the situation in Bryce Canyon City is adequately informed, data from Garfield County will be used to

fill in the gaps. *(Data for this analysis will mainly be pulled from the American Community Survey and economic data from the Department of Workforce Services).*

The new state model for moderate income housing was also applied to this current plan update. The following is a representation of those findings.

- The housing profile for the total population of Bryce Canyon City is roughly 62% in owner occupied units, and 38% in rental housing units.
- The population in both owner-occupied and rental units is expected to increase over the next five years. The owner-occupied population is projected to increase by 12 people, renter occupied residents are projected to increase by 22 additional people during that time period.
- With the projected housing increases within the City, the number of residents who own their own houses without a mortgage is estimated to increase by 1 household. Those with a mortgage will increase by 11 households by 2024.
- Due to the nature of the seasonal employment within the city, housing vacancy is expected to increase during the recreational offseason in conjunction with peak visitation seasons to surrounding National Parks.
- Median housing costs for owner occupied housing are currently (2017) estimated to be \$1,458 for those with a mortgage in Bryce Canyon City and median gross rents are at \$788 per month for Garfield County.
- The median household income for City residents is estimated to be \$40,500. Those in owner-occupied units are reporting \$94,500, those in rental units report \$27,857.
- Utah Statute requires cities to evaluate their housing opportunities for those earning 80% of the “area median income”. Garfield County’s household AMI is approximately \$64,000 for households that are between 2-3 people, and 80% of this amount is \$51,200. Under the assumption that appropriate housing costs should not exceed 30% of a household budget, then the City should look for ways to support housing development that is as or more affordable than what is in the market currently.

## Future Demand

Future demand for short term rental opportunities will continue to drive the cost of rental housing in Bryce Canyon City, particularly during the busy season of surrounding National Parks.

## Goals + Policies: Housing

Goal 1 - Work with other agencies to find solutions to regional housing problems. *(Note: It is anticipated that the City will maintain an ongoing partnership with the Five County Association of Governments to find solutions to the region’s housing issues).*

1. Coordinate regularly with *the Five County AOG* to ensure access to federal and regional housing assistance programs, grants, residential rehabilitation loans, and down-payment/closing cost assistance programs, etc.
2. Continue to work with nearby municipalities to ensure that workforce housing and transportation for employees is provided.
3. Work with agencies in addition to the *Five County Association of Governments* to provide moderate income housing for city residents.

Goal 2 - Provide opportunities for housing that meets the needs of a broad range of incomes, family compositions (singles, couples, and families with children), and ages.

1. Provide opportunities for development of affordable homes to those of low and moderate incomes who work and reside in the City.
2. Include in each neighborhood a share of lower cost housing—to avoid enclaves of a single income level (especially isolating lower income neighborhoods), as well as to avoid sameness of appearance.
3. Assure opportunities exist for future developments to provide a mix and range of densities that allow a variety of housing types, including apartments, townhouses, condominiums, and detached single-family homes.
4. The City discourages the use of recreational vehicle parks for long-term residency outside of facilities designed for year-round use.
5. Consider expanding the amount of land that is zoned to allow caretaker housing and accessory units to create more rental opportunities for workforce employees.

# RECREATION + OPEN SPACE

## Existing Conditions

The 2010 general plan outlined a number of recreation priorities that the City would like to develop as resources allow. Within the city limits, these included the development of a golf course, an expanded recreation center, and a library. The plan also identified area recreation investments that support activities such as cross-country skiing trails and trailheads, mountain biking, ATV/OHV, equestrian, and hiking trails.

## Special Designations + Protection Areas

State statute requires that general plans “identify and consider each agriculture protection area” Utah Code §10-9a-403(2)(c). Statute also requires the plan to recognize industrial and/or critical infrastructure materials protection areas. These protection areas are a section of land that has a protected, vested use of an agriculture, mining, or industrial nature for a period of 20 years. Under state statute, a community must appoint an advisory board that reviews requests from private property owners that want to establish a protection area. A final decision is then made by the legislative body, and it is registered with the Utah Division of Agriculture and Food (UDAF) is notified. During the 20-year period, the land and use is protected from rezoning, eminent domain, nuisance claims, and state development.

## Recreation Spaces

The National Recreation and Park Association (NRPA) has developed standards for parks, recreation and open space development that are intended to guide communities in establishing a hierarchy of park areas. The general standard established by the NRPA for park acreage per 1,000 people is between 15 and 17 acres, or 1.5 to 1.7 acres for every 100 people. Future park planning should involve an analysis of total acres as well as activity amenities (i.e. pickleball, playgrounds, etc).

## Potential Improvement Opportunities

Ensuring that the community develops and retains the recreational assets that will draw users to the site is of vital importance. To improve the amenities that are available, it is recommended to provide the following elements:

1. Interconnected recreational opportunities - specifically trail linkages.
2. Local neighborhood park renovations.
3. Develop a city-wide parks and recreation plan and incorporate the priority projects into the city’s capital budgeting process. This plan should also include an inventory of property that is currently owned by the city.



## Goals + Policies: Recreation + Open Space

**Goal 1 - Bryce Canyon City seeks to improve and maintain recreation facilities and natural assets to improve the quality of life and area property values with quality recreational facilities that connect all parts of the community.**

1. As resources become available, work with county and neighboring communities to provide programs for a variety of passive and active recreational opportunities for all area residents.
2. As resources and opportunities allow, obtain land and facilities as they become available and/or ahead of need for subsequent improvement to meet future recreational and open space needs in community expansion areas.
3. All recreation improvements will be family friendly as much as possible.
4. Play structures/areas shall meet and/or exceed all current CPSC, ASTM, IPEMA standards, and ADA requirements.

**Goal 2 - The City supports public/private cooperation in developing recreation and open space improvements, services, and facilities.**

1. Encourage residential and commercial developers to improve and/or construct recreational facilities, in lieu of paying fees for developments that will generate additional demand beyond existing recreational infrastructure capacity.
2. Continue to work with private entities to protect air quality, groundwater and surface water resources, drinking water resources, and soils within the City.

**Goal 3 - Support and implement policies that protect visibility of the night sky.**

1. Develop practices advocated for by dark sky communities that fit with the culture of the community.
2. Pursue community input regarding practices for protecting visibility of the night sky.
3. Support events that highlight education and the importance of the night sky.

# PUBLIC SERVICES + FACILITIES

## Introduction

The City of Bryce Canyon recognizes the need to provide capital facilities within the City to protect the health, safety, and property of the City and its citizens by maintaining the level of service for future generations which Bryce Canyon’s residents, industries, and businesses have enjoyed.

The purpose of the public facilities chapter is to explain the various public services and facilities within the city. These services represent the public’s investment in the development and operation of Bryce Canyon City. The public facilities chapter should be reviewed periodically and updated as necessary in order to meet the evolving needs of the City.

## Culinary + Secondary Water

Currently, both the culinary and irrigation water facilities that serve Bryce Canyon City are privately owned. The City is interested in assuming responsibility for those services as the area develops.

## Sewer System

The wastewater system is also owned and maintained privately. Currently, there are concerns with the age and capacity of the system. However, there is a strong interest in relocating the sewer ponds to a location farther north of the currently developed part of town.

## Public Works Services

Garkane Energy currently provides electric service to the City. South Central Communications provides telephone and data services.

## Cemetery

The Bryce Canyon City area cemetery is owned and operated by the City.

## Emergency Preparedness + Resilience

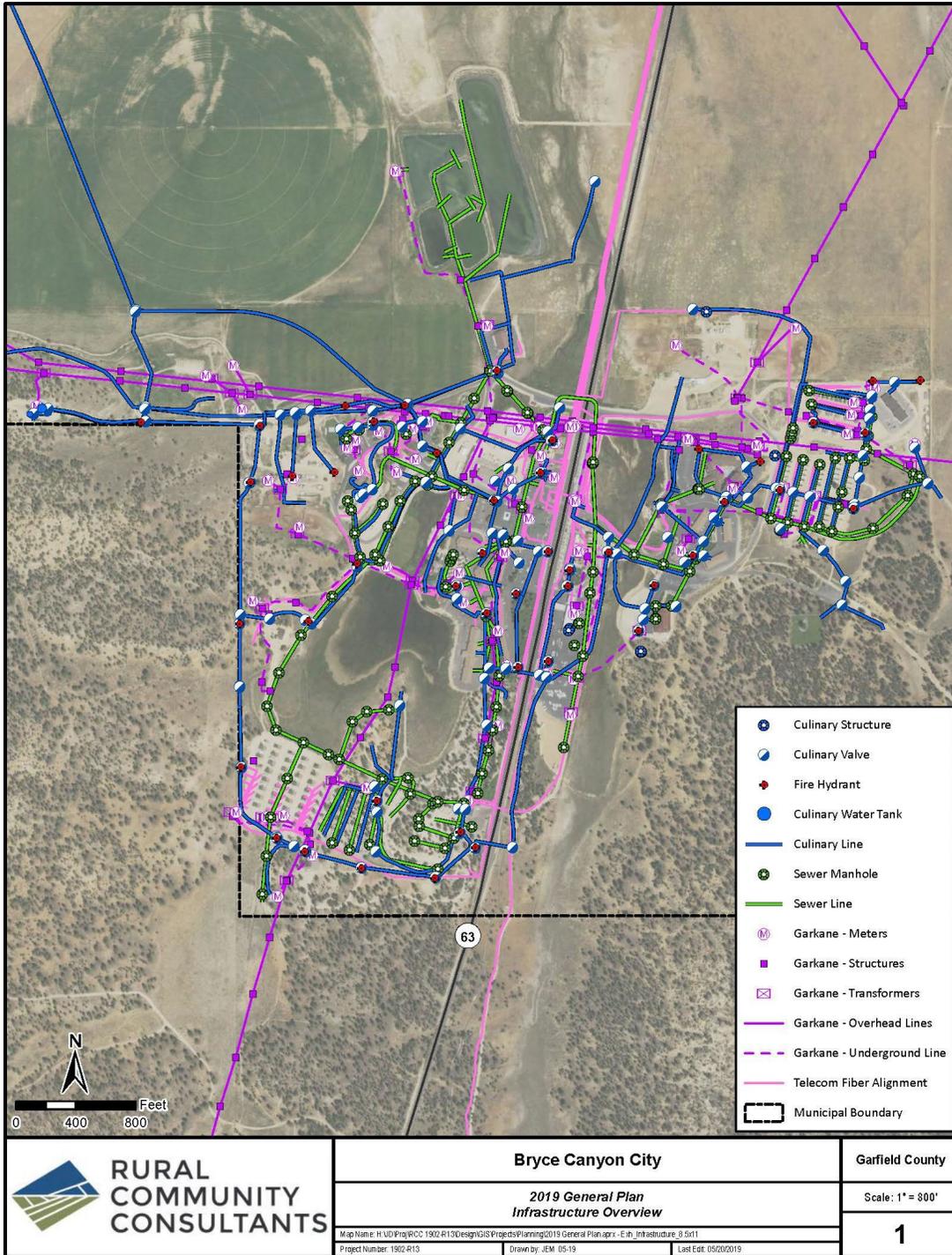
Law enforcement is presently contracted with the Garfield County Sheriff’s Department.

## Schools

Bryce Canyon City recognizes that it doesn’t have statutory authority over the location and design of public schools. However, the City wants to continue to work with the Garfield County School District to identify preferred areas for new facilities.

## Sanitation

The sanitation needs for the City are currently met through a privately owned operation.



(click map to enlarge)

## Goals + Policies: Public Services + Facilities

Goal 1. Continue to work with privately owned entities to provide adequate services to City residents by:

1. Protecting water sources from potential threats.
2. Develop and maintain an accurate, fully functional system for planning and infrastructure information (i.e. ArcGISOnline).
3. Ensuring that any future land uses do not jeopardize water sources.
4. Not permitting large commercial or residential developments on septic systems and encouraging these uses to be located close enough to the sewer systems to connect.
5. Improve traffic along Main Street by allowing for alternative transportation and reducing traffic speeds.
6. Centralize development into areas where infrastructure is sufficient to meet the level of service.
7. All land use, infrastructure, service and resource allocation decisions shall be found to be consistent with the City General Plan.
8. Formulate and annually update, a Capital Facilities Plan.
9. Identify and evaluate potential public safety hazards within the City, including vehicular and pedestrian hazards and identify corrective actions.

Goal 2. Plan for the city at a future date to take over the operations of more services and facilities.

1. Look into budgeting for future maintenance of services.
2. Assure appropriate maintenance of the City's existing capital facilities.

# APPENDICES (IMPLEMENTATION)

## Implementation Recommendations

The following ideas are suggestions of implementation best practices, and that the Town is not obligated to implement any of them or consider them policy.

### IDEA #1 - Plan and Budget Integration

Budget is policy, and making a plan without investing in its implementation is largely a waste of time. City leaders need to first develop a baseline of what their strategic priorities are, and then deliberately update this vision over time.

- **Host an annual pre-budget retreat with the commission and administration.** The City Council and Planning Commission should meet for a joint session before any budget requests are considered. The purpose of this meeting would be to review the City’s long-range goals.
- **Conduct a biannual “Discovery” event.** An outside party could facilitate a “discovery” discussion for existing and prospective City Council members (and anyone else in the public that is interested). The intent of this event would be to increase awareness of how cities work by describing systems, explaining rules, and sharing best practices. If done near the deadline for candidates to file in the summer, then the outcome of this event would be a more informed election in the fall. It can be assumed that an investment in “taking the long view” like this will result in better policy and budgets ongoing.

### IDEA #2 - Community Clean-Up Initiative Enforcement

Update the land use code to outline a clear process for enforcing clean-up effort:

- establish a clear definition of what needs to be cleaned-up
- review staff capacities, including enforcement personnel and attorney staff time
- outline roles and responsibilities in responding to citizen complaints
- create a method to document violations
- establish deadlines for clean-up
- establish a cost recovery system for Town-initiated efforts on properties in violation

### IDEA #3 - Planning Commission Agenda Alignment

Although every community is different in the details of how it operates, the one thing they have in common is a commission that makes decisions that affect the whole enterprise. Because they have to deal with a number of short-term issues, it is easy for them to lose focus on any kind of long-term strategy.

Cities need a way to standardize the implementation of their long-term goals. It seems like the way to do this is to keep the goals in front of everyone (especially the commissions) when they are facing decisions.

- **Incorporate the long-term goals into their regular meetings.** Format the agenda so that each discussion item is categorized under one strategic priority. Those issues/items that don’t help achieve a priority goal are moved to the bottom.

- **Create a request form for items to be put on the commission’s agenda.** Require that all commission agenda items are submitted using a form that asks which priority the proposed issue helps the Town achieve. Doing this helps applicants (including commissioners) maintain focus on their goals.
- **Formally establish an “implementation champion”.** Assign someone on the Town Council or Planning Commission to monitor the implementation of the plan’s goals and strategies. Require a public report to be created quarterly.

#### IDEA #4 - Adequate Public Facilities (Concurrence)

The adequacy and availability of public facilities and services to support growth and development has become a key issue in most areas, both because of the financial implications as well as the effect on the timing of development.

A concurrence system requires that prior to the issuance of a land development permit, the applicant must demonstrate that all necessary public facilities and services are available and adequate at a specified level of service (LOC) standards.

The “adequacy” requirements provide that, for a development project to be approved, infrastructure must be conformed to level-of-service standards in the General Plan.

The availability requirement establishes where needed public facilities or public facility capacity is indeed available for use by the proposed development. Unlike other resources which are sometimes used to ensure carry capacity, infrastructure capacity is not static. It is increased as new capital improvements are added, and, it is decreased as other development comes on-line. Development approvals can be denied, deferred, or recommended for phasing in order to keep infrastructure capacity and utilization in proper balance.

A key component of any concurrence management system is the determination of which public facilities are included and where they should be applied to all types of development.

#### IDEA #5 - Impact Fees and Financing of Capital Facilities

Bryce Canyon City doesn’t currently authorize impact fees because of the type and timing of the development that occurs there. However, if the City’s housing market (in particular) changes, the financial implications of new growth may warrant the adoption of impact fees and other taxing and regulatory financing systems. Impact fees are a regulatory policy mechanism whereby the capital cost of a Town’s need to support new development is funded on a prorated basis by such development.

Courts have judicially approved the concept of impact fees as long as various legal and constitutional requirements are met. Those requirements included procedural due process, substantive due process, equal protection and “earmarking”. The later requirement ensures that money collected from the payment of impact fees will be segregated from other Town funds and used only for the purpose for which has been collected. The constitutional standard for impact fees has generally been described as the “rational nexus” test. The test has two parts: (1) that the need for the public facility or public facility expansion is the result of the proposed new development; and (2) that the proposed new development will benefit from the provision of the public facility.

#### IDEA #6 - Development Process Flowchart

A clearly defined approval process will facilitate better understanding of the City's requirements for development approvals. This will help applicants understand what is expected of them and might even help the City ensure due process.

These flowcharts could be incorporated into brochures and development applications. Caution should be given to ensure that the process is also formally incorporated into the land use ordinance.

#### IDEA #7 - Land Use Code and Zoning Ordinance Update

It has been estimated that there have been almost forty significant changes to the Utah Land Use Development and Management Act since the mid-1990s. Bryce Canyon City should undertake a comprehensive rewrite of its ordinances based on the following principles:

- Cities are political subdivisions of the state. Therefore, any ordinance revision should include COMPLIANCE ISSUES where the city is not supported by state statute.
- The general plan serves as the rationale for any ordinance or capital investment a community wants to implement. Ordinance revision should include ALIGNMENT ISSUES related to an internal inconsistency or a lack of justification between the general plan and ordinances.
- One of the most significant statutory impacts to local planning was the recent "PLAIN LANGUAGE" bill (UCA 10-9a-308). Among other things, this requires local codes to be simplified. Any ordinance revision efforts should develop "plain language" by simplifying references, rewriting complicated explanations, and incorporating graphics where possible.

## Potential Action Steps

The following strategy suggestions were developed as part of the planning process and should be considered as resources become available. They don't represent formal policy statements of the City.

### Community Design Strategies

1. Develop design guidelines for main transportation corridors and residential corridor.
2. Define a viewshed for protection that limits the height, color, and lighting of properties within the viewshed.
3. Strengthen enforcement of the nuisance ordinance that requires property owners to maintain their properties.
4. Strengthen "sense of place" through public art, gateway development, wayfinding, and streetscape investments.
5. Bryce Canyon City could reinforce their definition of the downtown and cultural core areas with simple signage and by focusing investments in things like holiday decorations on those areas only.

### Land Use Strategies

1. Maintain effective relationships with land management entities in the area. Continue to invest in communication and coordination with federal, state, and county about the City's efforts and priorities.
2. Conduct a periodic review of the Land Management Code to ensure that ordinances support the General Plan.
3. Avoid rezoning residential areas to higher density if the area is not served by adequate public facilities.
4. Exchange information between Bryce Canyon City and surrounding governmental entities on policies/activities which may have cross-boundary impacts.
5. Set aside funds in the next budget cycle to spend on code and maintenance enforcement.
6. Develop standards addressing night lighting and become recognized as a "Dark Sky Community".
7. Incorporate the general plan into the City's website.

### Economic Development Strategies

1. Designate a council member to be responsible for developing business relationships in order to recruit relevant businesses that fit with the local economy.
2. As resources become available, work with the Tourism Bureau to receive the Governor's award for being a business-friendly community.
3. Review commercial business licensing and development process for inefficiencies that cause the process to be more expensive or burdensome for businesses.
4. Identify underutilized parcels for redevelopment within commercial corridors and nodes.
5. Work with county commissioners and federal land managers to streamline the permitting process for adventure guides.

### Transportation Strategies

1. Secure grant funding to conduct a transportation master plan.
2. Create system of wayfinding signage in several languages.
3. Continue a regular maintenance program of pavement preservation methods such as chip sealing, crack sealing, pavement sealing, and overlays on existing roadways to maintain roadway integrity.
4. Investigate the feasibility of conducting an impact fee study and establishing a fee for new development.
5. Consider requiring a Traffic Impact Study for any new, significant developments that are not residential infill.
6. Incorporate appropriate site planning criteria into the development approval processes.
7. Adopt a program of street and highway landscaping (i.e. street trees) to enhance the appearance of the City's circulation system.

### Housing Strategies

1. Maintain a partnership with Ruby's Inn, Inc to make utilities available for potential housing sites.
2. Promote a variety of living accommodations for both permanent and transient populations.
3. Create standards for dwelling units with caretaker or second unit status to establish affordable housing.
4. Explore the implications of allowing employee lodging in commercial zones and buildings.
5. Require individual property owners to maintain lots to reduce wildfire fuel loads.
6. Translate the General Plan designations of densities into zoning categories that allow a variety of housing types, including apartments, town homes, condominiums, and detached single family homes.
7. Work with the Five County AOG to assess affordable housing needs and seek public and private grants and Section 8 certificates for needy families, the elderly, and disabled residents.
8. Create design guidelines to encourage quality design of increased density housing.
9. Explore incentives and/or requirements as a means of assuring that affordable housing is provided to meet the needs of the community.
10. Review height, view-shed, preservation of open space, and ensure they are not barriers to affordable development within City.
11. Consult with the County Housing Authority to consider deed restriction policies that keep home/rental prices in affordable ranges.
12. Consider working with developers to use state Low Income Housing Tax Credit (LIHTC) funds to subsidize affordable apartment developments.
13. Continue to work with nearby municipalities to ensure that workforce housing and transportation for employees is provided.

### Recreation + Open Space Strategies

1. Implement the City's recreation element of the general plan by applying for project grants from the Utah Office of Outdoor Recreation.

2. Acquire right-of-way for trail network as new development is proposed.
3. Seek-out state funds for recreation programs and facilities.
4. Identify potential areas wanted for future parks/recreation areas.
5. Determine locations throughout town where there is an increased need to preserve visibility of the night sky.

#### Public Services + Infrastructure Strategies

1. Create a set of recommended and desired amenities within the community and work towards acquiring or creating the necessary infrastructure for such assets.
2. Provide a “roadmap” for the next ten (10) years of the municipality, focusing on:
  - a. Prioritized capital improvements projects.
  - b. Sidewalk and roadway improvements projects.

### Moderate Income Housing Appendix

The Legislature has determined that all cities with 10,000 or more residents are required to review the implementation of the 5-year moderate-income housing element of their general plan and annually report the findings of that review to the Utah Housing and Community Development Division. (**Towns are also encouraged to do the same**).

- [Bryce Canyon City Five-Year Housing Projections](#)
- [SB34 City/State Policy Alignment Memo](#)